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USWEST

Elridge A. Stafford Executive Director-Federal Regulatory

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FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

February 9, 1998

Ms. Magalie Roman Salas Secretary Federal Communications Commission 1919 M Street, NW, Room 222, SC-1170 Washington, DC 20554

RE:

Customer Proprietary Network Information, CC Docket No. 96-115.

Non-Accounting Safeguards, CC Docket No. 96-149

Dear Ms. Salas:

Pursuant to Section 1.1206(a)(1) of the Commission's Rules, enclosed for filing are two copies of a letter and the attachments from Ms. Kathryn Krause of U S WEST to Mr. James Casserly concerning proposed rules for customer proprietary network information.

Please place copies of this letter in the record for the above-mentioned dockets. Acknowledgment of date of receipt of this transmittal is requested. A duplicate of this letter is provided for this purpose.

Please contact me if you have any questions

Sincerely,

Attachments

cc:

Mr. James Casserly

Mr. Kyle Dixon

Mr. Paul Gallant

Mr. Kevin Martin

Mr. Thomas Power

Mr. Christopher Wright

No. of Copies rec'd______ List ABCDE U S WEST, Inc. 1801 California Street, Suite 5100 Denver, Colorado 8020o 303 672-2859 Facsimile 303 295-6973 KKRAUSE@USWEST.COM

Kathryn Marie Krause Senior Attorney

February 9, 1998

James L. Casserly
Senior Legal Advisor, Commissioner Ness Federal Communications Commission
1919 M Street, N.W., Suite 832
Washington, D.C. 20554
Telephone Number: (202) 418-2100

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Dear Jim,

Sorry we have not been able to communicate live by phone. However, I did want to get you the attached information and clear up any confusion there may be outstanding regarding the use of the word "approval" in Section 222 of the 1996 Act and other statutes.

When the BOC Coalition met with you, I thought I indicated that there were no other statutes with precisely the language used in Section 222 (i.e., "approval"). I followed that observation up with another involving "policy" in the area of information use, generally. I mentioned two reports, one from the Information Infrastructure Task Force (IITF), Privacy Working Group (issued June, 1995), which concluded that the consent process associated with information collection, use and distribution should be goal oriented. (The general discussion can be found at Section II.B. paras. 11-16. The specific language regarding the securing of consent is that the process should "ensure that the individual has sufficient information in an understandable form to make an informed decision.") The other report, following up on the principles established in the IITF Report, is the Report on "Privacy and the NII: Safeguarding Telecommunications-Related Personal Information," (NTIA, Oct. 1995), Section III. There the recommendation is that opt-out notification/consent processes are sufficient for non-sensitive information (citing to "medical information" as a form of sensitive information, requiring an opt-in approval).

Both studies are mentioned in a handout the BOC Coalition has prepared for some meetings this week. A copy of that document is attached for your review. I understand from Elridge Stafford that you are not particularly interested in our providing you with full copies of the referenced reports. However, should you desire to peruse them in more detail, I am including the Web sites where they can be found. The IITF Report is at http://www.iitf.nist.gov/ipc/ipc-pubs/niiprivprin_final.html. The NTIA Report can be found at http://www.ntia.doc.gov/ntiahome/privwhitepaper.html.

Mr. Jim Casserly February 9, 1998 U S WEST Correspondence Page 2

I would also like to bring to your attention some attachments that are included with the most recent BOC Coalition presentation. Specifically, we have included copies of portions of predecessor bills to the ultimately-enacted Section 222. Section 222 is a Markey bill, and was preceded by H.R. 3432, H.R. 3626 and H.R. 1555. H.R. 3432 pertained only to local exchange carriers and required an "affirmative request" before CPNI could be used broadly within the LEC operations. It also contained a section requiring that CPNI be provided "to any person designated by the customer" "upon affirmative written request."

A comparison of that bill with those that followed demonstrates that the "affirmative written request" language associated with unaffiliated third-party distributions remained in tact (i.e., Section 222(c)(2)). However, the requirement for "affirmative request" before CPNI could be used internally changed to mere "approval" (H.R. 3626; H.R. 1555). Clearly, this demonstrates a Congressional intent to allow for a range of approval options, including a notice and opt-out.

Furthermore, H.R. 1555 (the immediate predecessor to Section 222) originally contained language that would have required the Commission to establish a rulemaking within a year after adoption of the Act, during which the Commission was to consider whether consumers should be enabled "to have knowledge" that information was being collected about them; "to have notice" that such information could be used, perhaps for reasons unrelated to the initial collection; and "to stop the reuse or sale of that information." This is clearly language reflective of Representative Markey's general "Knowledge, Notice and No" approach to information policy and commercial practices. (In November of 1997, U S WEST filed an *ex parte* containing a transcript from a Markey speech outlining his position in this area.)

The fact that the mandated rulemaking portion of H.R. 1555 was not adopted does not contradict a reading of the word "approval" in Section 222 as allowing for all different types of approval. The provisions have to be read in concert, strongly suggesting that a notice and opt-out approval process was entirely consistent with the "knowledge, notice, and no" proposals included in the portion of H.R. 1555 that ultimately did not make its way into Section 222. Indeed, the fact that Section 222 does not incorporate a mandated Commission rulemaking, strongly argues for flexibility in the approval process. As written, Section 222 is both self-effectuating (something generally conceded) and requires but a minimum of Commission oversight, not detailed Commission rules that would place telephone carriers – unlike any other commercial operation in the United States – in the position of having to secure affirmative consent to use truthful, lawfully collected business information.

We believe the legislative history is compelling that the use of the word "approval" in Section 222 does not mandate an "affirmative" customer consent. That statutory and legislative history supports the other compelling record evidence on customer

Mr. Jim Casserly February 9, 1998 U S WEST Correspondence Page 3

expectations, business practices and First Amendment values, all of which support a notification and opt-out process be <u>permitted</u> to secure approval to use CPNI internally and among affiliates.

Thank you for your kind consideration.

Sincerely,

Katheyn Thoma Kenner

Kathryn Marie Krause

Attachments

cc: Messrs. Kevin Martin, Kyle Dixon, Paul Gallant, Tom Power, Christopher Wright

BOC Coalition Ameritech, Bell Atlantic, BellSouth, SBC, U S WEST

AFFIRMATIVE CONSENT REQUIREMENT IS NOT MANDATED BY STATUTORY LANGUAGE, IS CONTRARY TO CUSTOMER EXPECTATIONS, REASONABLE COMMERCIAL PRACTICE AND FIRST AMENDMENT

Statutory Interpretation

- Section 222(c)(1) uses word "approval" (compare H.R. 3626) not proceeded by word "affirmative" (compare H.R. 3432, requiring "affirmative request")
 - » Compare language of next section (Section 222(c)(2)) "affirmative written request" (which was included in both H.R. 3626 and H.R. 3432).
 - » Section 222 is a derivative Markey bill; taken from H.R. 1555, which included a requirement for a Commission rulemaking in which methods by which consumers would be enabled to have knowledge about telecommunication carrier collection and use practices, to have notice about such practices and to stop the reuse or sale of that information were to be considered.
 - * Elimination of rulemaking provisions from ultimate Section 222 supports argument that statute is basically self-effectuating, accommodating a range of carrier-chosen "approval" options.
 - * Record incorporates Markey remarks on his "Knowledge, Notice and No" approach to information use and individual approval.
- Congress has never required affirmative consent for a business to use its own commercial information. While not worded precisely as Section 222,
 - » <u>Cable Act</u> (47 USC § 551) (requires written or electronic consent only for subscriber information to be shared with third parties; allows notice and opt-out for name and address lists);
 - » Video Act (18 USC § 2710) (requires affirmative consent only for release of information to third parties, other than name and addresses associated with categories of viewing (which is satisfied by an opt-out)).
- Administrative Agencies Involved in Fair Information Practices Associated With Individually-Identifiable Information, such as CPNI, have not generally endorsed an opt in requirement
 - » Information Infrastructure Task Force ("IITF") Privacy Working Group Report, June, 1995, Section II.B, ¶¶ 11-16 (the securing of consent should be goal-oriented, such that "individual has sufficient information in an understandable form to make an informed decision"), which observations argue against oral communications because of their necessary brevity and in favor of written notifications which are more aligned with market practice and reflection.
 - » NTIA Report, "Privacy and the NII: Safeguarding Telecommunications-Related Personal Information," Oct. 1995, Section III (finding that a written notification is adequate notification for most information collection and use purposes and that use of opt-out is an appropriate consent device for non-sensitive information, with example of "medical information" as sensitive information).

Customer Expectations, Behaviors and Commercial Practice

- Businesses routinely collect information with respect to institution of business relationship and
 often with respect to usage of service. No evidence to suggest individuals are uncomfortable with
 these practices. Indeed, solid record evidence to the contrary.
 - » Undisputed record evidence of long-standing position of trust held by telephone companies.
 - » Record evidence through statistically valid survey that customers expect such collection and use <u>and</u> that approval regarding such practices increases if they are informed of practices and permitted opportunity to opt out.
 - » Record evidence that some constituents, <u>i.e.</u>, women, minorities, younger Americans, are even more interested than general public overall in hearing from existing business suppliers including telephone companies.
- Individuals will not return written documents to "consent" to use of this commercial information.
 Nor will they respond verbally in sufficient numbers to allow businesses to operate reasonably or efficiently.
 - » Prior FCC findings and representations regarding inertia preventing the return of written documents; also carrier assertions to the same effect.
 - » Record evidence regarding carrier trials attempting to secure written documents (return is within 1-3% range).
 - » U S WEST affirmative consent trial demonstrating that <u>oral</u> affirmative consent <u>cannot</u> be secured in sufficient numbers to allow for normal commercial operation, despite general lack of concern over use of information.
 - * Ameritech and U S WEST evidence that when customer is engaged and initiates call, approvals are very high. However, cannot rely on inbound calling for approvals, because only about 15% of customer base calls in in any given year.
 - * U S WEST evidence that oral approval experience involved in inbound calling scenario cannot be replicated in outbound calling environment where there is telephonic intrusion and lack of engagement.
- Chairman Kennard has stressed the need for rules that reflect "common sense," that "should be practical, and reflect an understanding of the markets and the businesses they affect."
 - » Affirmative consent requirement is not practical across an entire customer base.
 - » Affirmative consent requirement is add odds with customers "needs and daily demands".
 - » Affirmative consent requirement will operate to frustrate desires of consumers, some more than others (minorities, women, younger Americans).
 - » Affirmative consent requirement across entire customer base is administratively impossible --not just burdensome.

First Amendment Issues

- CPNI is raw element of accurate, truthful information which is either "communicated" between company operations (including affiliates) or forms the foundation for more narrative commercial speech with customers many of whom actually want to be communicated with.
 - » Compare Professor Lawrence Tribe's communication with the FCC, outlining how "opt in" arrangements have been rejected as constitutionally permissible because they create a barrier to the speech rights of <u>both</u> speaker and listener
- FCC has an obligation to construe statutory enactments in a manner that avoids constitutional infirmity. Thus, should allow for "opt out" approval process.
 - » Statute does not mandate "affirmative" process.
 - » Record is compelling that affirmative process will impede educated speech.
 - » Record is compelling that individual's privacy expectations are satisfied by "opt out" process.

Section 272 Issues

- Section 272 affiliate should share in benefits of communication of CPNI from other affiliates,
 provided appropriate "approval" (through an opt-out mechanism) is obtained. Without such ability,
 joint marketing is compromised such that it cannot exist in educated fashion and neither BOC nor
 its interexchange carrier can jointly market just like any other carrier, contrary to FCC's adopted
 position.
 - » Section 222, which comprehensively addresses a specific type of information, <u>i.e.</u>, CPNI, should control customer approval process for use, sharing and distribution of CPNI.
 - » Section 272, dealing with nondiscrimination, should not be construed to override provisions of Section 222 in a manner that would frustrate and compromise customer expectations.
 - » Even if Section 272 has general applicability, sharing of CPNI would be permitted under Section 272(g)(2) (would allow such use with no nondiscrimination obligation because CPNI is integral to joint marketing, as FCC has consistently concluded over time)
 - » FCC has held that once a BOC receives interLATA authorization under Section 271, it should be permitted to jointly market and sell interLATA services of its affiliate and "to engage in the same kind of marketing activities as other service providers" (First Report and Order, CC Docket No. 96-149, ¶ 291). Such cannot occur if affiliate must obtain affirmative customer consent to use CPNI unlike other carriers and their affiliates.

103D CONGRESS 1ST SESSION

H.R. 3432

IN THE HOUSE OF REPRESENTATIVES

Mr. MARKEY (for himself. [insert attached list of cospensors]) introduced the following bill; which was referred to the Committee on

A BILL

- To amend the Communications Act of 1934 to prohibit the disclosure of certain information concerning customer's uses of telephone services, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SEORT TITLE.
 - 4 This Act may be cited as the "Telephone Consumer
 - 5 Privacy Protection Act of 1993".

1	TITLE I—PRIVACY OF CUS-
2	TOMER PROPRIETARY NET-
3	WORK INFORMATION
4	SEC. 101. AMENDMENT TO THE COMMUNICATIONS ACT OF
5	1 984.
6	Title II of the Communications Act of 1934 is
7	amended by adding at the end the following new section:
8	"SEC. 229. PRIVACY OF CUSTOMER PROPRIETARY NET-
9	WORK INFORMATION.
10	"(a) PRIVACY REQUIREMENTS FOR COMMON CAR-
11	RIERS.—A local exchange carrier—
12	"(1) shall not, except as required by law or
13	upon the affirmative request of the customer to
14	which the information relates—
15	"(A) use customer proprietary network in-
16	formation in the provision of any service other
17	than (i) telephone exchange service or telephone
18	toll service, or (ii) a service necessary to or used
19	in the provision of telephone exchange service
20	or telephone toll service:
21	"(B) use customer proprietary network in
22	formation in the identification or solicitation of
23	potential customers for any service other than
24	the service from which such information is de
25	rived;

1	"(C) use such information in the provision
2	of customer premises equipment: or
3	"(D) disclose such information to any affil-
4	iate of such common carrier or any other per-
5	son that is not an employee of such carrier;
6	"(2) shall disclose such information upon af-
7	firmative written request by the customer, to any
8	person designated by the customer;
9	"(3) shall, whenever such common carrier pro-
10	vides any aggregate information based on customer
11	proprietary network information or any data base or
12	other compilation of customer proprietary informa-
13	tion to any personnel of such common carrier, or
14	any affiliate of such common carrier, that are en-
15	gaged in providing any service that is not necessary
16	to the provision of telephone exchange service, or
17	that are engaged in the provision of customer prem-
18	ises equipment, or to any other person that is not
19	an employee or affiliate of such carrier, notify the
20	Commission of the availability of such aggregate or
21	compiled information and shall provide such aggre-
22 .	gate or compiled information on reasonable terms
23	and conditions to any other service or equipment
24	provider upon reasonable request therefor, and

103D CONGRESS 2D SESSION

H. R. 3626

IN THE SENATE OF THE UNITED STATES

JUNE 30 (legislative day, JUNE 7), 1994

Received; read twice and referred to the Committee on Commerce, Science, and Transportation

AN ACT

- To supersede the Modification of Final Judgment entered August 24, 1982, in the antitrust action styled United States v. Western Electric, Civil Action No. 82–0192, United States District Court for the District of Columbia; to amend the Communications Act of 1934 to regulate the manufacturing of Bell operating companies, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLES; TABLE OF CONTENTS.
 - 4 (a) SHORT TITLE OF THIS ACT.—This Act may be
 - 5 cited as the "Antitrust and Communications Reform Act
 - 6 of 1994".

1	"(11) The term 'Bell operating company' means	1	"(1) shall not, except as required by law or with
2	the corporations subject to the Modification of Final	2	the which the informa-
3	Judgment and listed in Appendix A thereof, or any	3	tion relates—
4	entity owned or controlled by such corporation, or	4	"(A) use customer proprietary network in-
5	any successor or assign of such corporation, but	5	formation in the provision of any service except
6	does not include an electronic publishing joint ven-	6	to the extent necessary (i) in the provision of
7	ture owned by such corporation or entity.".	7	common carrier communications services, (ii) in
8	SEC. 204. PRIVACY OF CUSTOMER INFORMATION.	8	the provision of a service necessary to or used
9	(a) PRIVACY OF CUSTOMER PROPRIETARY NETWORK	9	in the provision of common carrier communica-
10	Information.—	10	tions services, including the publishing of direc-
11	(1) AMENDMENT.—Title II of the Communica-	11	tories, or (iii) to continue to provide a particu-
12	tions Act of 1934 is amended by adding at the end	12	lar information service that the carrier provided
13	the following new section:	13	as of March 15, 1994, to persons who were cus-
14	"SEC. 233. PRIVACY OF CUSTOMER PROPRIETARY NET-	14	tomers of such service on that date;
15	WORK INFORMATION.	15	"(B) use customer proprietary network in-
16	"(a) Duty To Provide Subscriber List Infor-	16	formation in the identification or solicitation of
17	MATION.—Notwithstanding subsections (b), (e), and (d),	17	potential customers for any service other than
. 18	a carrier that provides subscriber list information to any	18	the service from which such information is de-
19	affiliated or unaffiliated service provider or person shall	19	rived;
20	provide subscriber list information on a timely and	20	"(C) use customer proprietary network in-
21	unbundled basis, under nondiscriminatory and reasonable	21	formation in the provision of customer premises
22	rates, terms, and conditions, to any person upon request.	22	equipment; or
23	"(b) PRIVACY REQUIREMENTS FOR COMMON CAR-	23	"(D) disclose customer proprietary net-
24	RIERO,	24	work information to any person except to the
		25	extent necessary to permit such person to pro-

1	vide services or products that are used in and
2	necessary to the provision by such carrier of the
3	services described in subparagraph (A);
4	"(2) shall disclose customer proprietary net-
5	work information, upon affirmative written request
6	by the customer, to any person designated by the
7	customer;
8	"(3) shall, whenever such carrier provides any
9	aggregate information, notify the Commission of the
0	availability of such aggregate information and shall
1	provide such aggregate information on reasonable
2	terms and conditions to any other service or equip-
3	ment provider upon reasonable request therefor; and
4	"(4) except for disclosures permitted by para-
5	graph (1)(D), shall not unreasonably discriminate
6	between affiliated and unaffiliated service or equip-
7	ment providers in providing access to, or in the use
8	and disclosure of, individual and aggregate informa-
9	tion made available consistent with this subsection.
O	"(c) RULE OF CONSTRUCTION.—This section shall
1	not be construed to prohibit the use or disclosure of cus-
2	tomer proprietary network information as necessary—
3	· "(1) to render, bill, and collect for the services
1	identified in subparagraph (A);

Oð
"(2) to render, bill, and collect for any other
service that the customer has requested;
"(3) to protect the rights or property of the
carrier;
"(4) to protect users of any of those services
and other carriers from fraudulent, abusive, or un-
lawful use of or subscription to such service; or
"(5) to provide any inbound telemarketing, re-
ferral, or administrative services to the customer for
the duration of the call if such call was initiated by
the customer and the customer approves of the use
of such information to provide such service.
"(d) EXEMPTION PERMITTED The Commission
may, by rule, exempt from the requirements of subsection
(b) carriers that have, together with any affiliated carriers,
in the aggregate nationwide, fewer than 500,000 access
lines installed if the Commission determines that such ex-
emption is in the public interest or if compliance with the
requirements would impose an undue economic burden on
the carrier.
"(e) REGULATIONS.—The Commission shall pre-
scribe regulations to carry out this section within 1 year
after the date of its enactment.
"(f) DEFINITION OF AGGREGATE INFORMATION.—
For purposes of this section, the term-leggeste informs

the public interest.

(b) Conference Error To Bg Weighten—In making the determination under subsection (s/d); the Commission shall consider whether inchearance from sofercing the previous or regulation will presente competitive market conditions, including the certae to which would however the consideration of the commission of the conditions are competitive market conditions, including the communications are competitive as the forbest of the communications are competitive assets providers of the communications services, that defermination may be the basis for a Commission finding that forbest-mos is in the public interest.

SEC. 164. PRIVACY OF CUSTOMER PROPRIETARY NETWORK INFORMATION.—Title II of the (a) PRIVACY OF CUSTOMER PROPRIETARY NETWORK INFORMATION.—Title II of the Act is amonded by insarting after section 221 (47 U.S.C. 221) the fallowing new sec-

TRC. ME PREVACT OF CUSTOMER PROPRETARY NETWORK DATORIZATION.

(a) Supermer law largesteron — Netwithstanding subsections (b) (c), and (d) a carrier that provides local enthange service shall provide subscriber the information for including and researcher for the information and researcher for the subscriber that information required to any person upon request for the purpose of publishing directories in any format.

(b) Provincy Requirementary and researcher rates, terms, and conditions, to any person upon request for the purpose of publishing directories in any format.

(b) Provincy Requirementary and researcher rates, terminally the information relation.

(c) which the information relation of the customer to which the approved of the customer to which the information relations are researchery activate information in the provision of cases carrier services of the feeded and common carrier services of one cases carrier services of a service measuremy to or used in the provision of continuous in particular independents of describing the publishing of directories, on that dates.

(B) use customer proprietary naturet information in the identification or solderitation of publishing excitor or taked dates.

(B) use customer proprietary naturet information in the identification or confeasing service or telephone tail service from which such information is

Customer premises equipment; or

(10) use customer proprietary network information in the provision of

(11) disclose customer proprietary network information to any person or

(12) disclose customer proprietary network information to any person or

products that are used in and necessary to the provision by such carrier of
the services described in subparagraph (A);

(12) shall disclose customer proprietary activet information, upon affirmative

(13) shall, whenever make carrier provision any agregate information notify
the Commission of the customer, to any person designated by the customer;

(13) shall, whenever make carrier provision any agregate information notify
the Commission of the are inhality of such agregate information in any
other service or equipment provider upon reasonable request therefore, and

(4) encoget for disclosures permitted by peragraph (11(D), shall not unreason
shy describingto between affiliated and unaffiliated service or equipment providers in providing scores to, or in the use and disclosure of, individual and ag
graphe information made available consistent with the subscriber.

(c) filture or Construction—This section shall not be construed to probibit the

use or disclosure of customer proprietary network information as necessary—

(1) to render, bill, and collect for the services identified in subsection

"(2) to render, bill, and collect for any other service that the customer has requested:
"(3) to protect the rights or property of the carrier;
"(4) to protect the rights or property of the carrier;
"(5) to provide users of any of these services and other carriers from fraudulent, abusine, or unlawful use of or subscription to such service; or
"(5) to provide any inheamed telementering, restruct, or administrative services to the customer for the duration of the call if such call was initiated by the customer and the customer approves of the use of such information to provide such service. The Commission may, by rule, exempt from the requirements of subsection (b) carriers that have, together with any affiliated carriers.

with the regregate nationaride, fewer than 500,000 access inces installed if the Committee with the requirements would impose an under economic burden on the carrier.

(*) DEPARTMONEA—As used in this section.

(*) INTERVENER PROPERTARY INTERVENCE INFORMATION.—The term customer proprietary servored information measure to the quantity exchange service or laterate and services absorbed in section.

(*) Information, and assured that is section.

(*) Information, and assured that is the public intervel carrier and in melephanea and service subscribed to by any content of a carrier, and in the currier of the currier by the customer setably virtue of the carrier and services or laterate content of the carrier of the carrier of the carrier of the carrier of the content of the carrier of the carrier

(B) submit to the Congress a report containing the recommendations required by paragraph (1XC).